DOCUMENT RESUME

ED 058 642 EA 003 958

TITLE	Descriptive Design for the Educational Cooperative.
INSTITUTION	Appalachia Educational Lab., Charleston, W. Va.
PUB DATE	Oct 71
NOTE	54p.
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Administrative Organization; Administrative Principles; *Cooperatives; Decision Making; Educational Innovation; *Educational Needs; Policy Formation; *Program Design; *Public School Systems; Social Change; Success Factors
IDENTIFIERS	Appalachia

ABSTRACT

It could be stated that the ills of schools today stem from two self-reinforcing causes: (1) the generation and distribution of resources, and (2) the school's inability to sense and service the demands of its clients. One means through which education can become more relevant and responsive to the demands of society and the local community is that of the Educational Cooperative. The Cooperative is a voluntary confederation among school districts, universities or colleges, and the State departments of education to increase local ability to improve education cooperatively. The Cooperative is designed to mobilize the capabilities of the education profession in resolving complex educational problems. Utilizing a problem solving approach, the process emphasizes identification of needs, careful planning of solutions, and rigorous evaluation of results; and provides a new organization unhampered by tradition and institutionalized patterns of behavior. This document outlines the need for such an organization, its administrative system, and the factors and decisions affecting the installation of the Cooperative. (Author)

ED 058642

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
OFFICE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

Descriptive Design For the Educational Cooperative

Appalachia Educational Laboratory, Inc.
1031 Quarrier Street
Charleston, W. Va. 25325

OCTOBER, 1971

EA 003 959

Table of Contents

Chapter 1

THE EDUCATIONAL COOPERATIVE: THE NEED AND THE PROMISE 1

Restraining Characteristics of Public School Organizations 1

Additional Restraining Characteristics of Rural School Districts 4

Incentives for Public School Administrators 5

One Solution: Cooperation 5

The Educational Cooperative 7
- Definition 7
- Objectives 8
- Specifications 8

Incentives of the Educational Cooperative 11
- A New, Innovative Organization 11
- Economies of Scale 11
- A New Mix of Resources 12
- Increased Utilization of Technology 12
- Increased Competency of Personnel 13
- Reinforcement of Colleagues 13

The Rationale for the Educational Cooperative 13

Chapter 2

AN ADMINISTRATIVE SYSTEM FOR THE EDUCATIONAL COOPERATIVE 21

A Broad Administrative Base 21

Organizational Membership 25
- Legal Status 26

The Cooperative Process 26

Administrative Tasks 29
- Program 29
- Program delivery 30

Planning and evaluation 30
Communications 30
Administrative services 31

Organizational Structure 31
The Board 32
Advisory Council 33
The Executive Director 34
The Staff 37

Chapter 3

THE INSTALLATION OF THE EDUCATIONAL COOPERATIVE 39

Important Factors Affecting Installation 40
The Cooperative Product 40
The Region to Be Served 41
The Schools of the Region 42
Other Agencies in the Cooperative Relationship 44

Substantive Decisions in the Installation of the Cooperative 45
Determining Geographical Location and Participants 45
Securing Agreement From Other Agencies 45
Reaching Charter Agreements 45
Agreeing on Initial Organization and Staff 46
Assessing Educational Needs 46
Determining Initial Educational Services 47
Developing Cooperative Procedures 47

The Installation Process 47

REFERENCES 51

Chapter 1

The Educational Cooperative: The Need and the Promise

Changes in society demand that school organizations be responsive, adaptive institutions. The explosion of knowledge, changes in the economy which are reflected in changing manpower needs, shifts in the composition and location of the population, and changing social aspirations of large segments of the population are indicative of the many societal changes which have implications for alterations in school programs.

As society changes, the needs of the individual must change--and the route to satisfaction of these changed needs is through the educational systems of the nation. A primary responsibility of education is to facilitate this change. Yet the tradition-bound educational institutions of this nation are among the least adaptive, least capable of changing from within and most unresponsive to contemporary educational needs. The institution must be reorganized and redirected if the goal of relevant, meaningful education is to be met for all children.

As the social environment changes at an ever accelerating rate, each new insight and innovation leads to increased social complexity. If the response of the schools is to be rational in preparing youth to cope with this complexity, the decisions relating to alterations in programs and services must be based upon data from the results of previous programs. New programs should reflect the priority needs of the students and society to be served and should be implemented only after consideration of alternative programs which take into account costs and outcomes. It is only through such responses, which are based on a rational decision-making process, that the schools can maintain the confidence and support of local communities and fulfill the purposes for which they were established.

Restraining Characteristics of Public School Organizations

Unfortunately, educational organizations display numerous characteristics which make difficult the kinds of responses to changes in society

which are essential. Some of the more obvious of these characteristics are discussed here.

The first characteristic of public school organizations to be discussed is that of goal diffuseness and ambiguity. For many reasons there is a widespread lack of agreement on educational goals throughout this nation. Some differences arise from the value conflicts of our pluralistic culture. The legitimate, verbalized goals frequently are not in fact the real goals. For example, custodial care (keeping children off the streets and out of mother's way) is a goal of schools for many Americans, but it is not listed in any official statements of school goals. Matthew Miles (1965) has noted that if there is any doubt that custodial care is a primary goal of the American public school system, simply consider which would be the most effective form of a teacher strike: for teachers to stay home, or for teachers to come to school, but teach the children nothing.

In some respects goal diffuseness is functional for school organizations since it fosters the illusion of consensus when, in reality, none exists. This illusion of agreement, however, serves to preclude divisive battles. Moreover, the most important dysfunctional result is that goal diffuseness makes precise specification of output extremely difficult, if not impossible. If it cannot be determined that one procedure produces output different from another, the stimulation to change procedure is lost. Thus, it becomes apparent that reinforcement of the status quo is a product of goal diffuseness and ambiguity.

A second characteristic of school organizations is that of vulnerability. Vulnerability refers to the situation existing when organizations are subjected to pressures incompatible with their goals and lack the capacity to resist (Sieber, 1968).

Schools are close to the people both geographically and emotionally and thus unusually are vulnerable agencies. Everyone is inclined to be an expert on education since he has firsthand knowledge and experience. Everyone is a stockholder because he supports schools with taxes. The school is dealing with a precious commodity: children--and parents, relatives, and friends all are involved. Also, the schools never have had adequate resources to do the job school personnel verbally accept and that the public typically expects.

Recent years have seen a flurry of so-called "innovations in education," but most of these have been nondisruptive and service-type changes. This lack of fundamental change is at least partially a reflection of the school organization's vulnerability.

Another characteristic of public educational organizations is that of uncoordinated levels. Local schools have strengths, state departments have strengths, universities have strengths, and the federal educational agencies have strengths. But, typically, they are uncoordinated

and mechanisms for bringing the strengths of one to bear upon the needs of the others never have been developed effectively.

A good example is the problem of teacher training. All educational levels have an interest in this problem but a look at the practices is revealing. The universities, which bear the major responsibility, have developed a hodge-podge of mechanisms to involve the other levels but none works as effectively as needed. Any productive change must provide an efficient structure for these levels to cooperate and coordinate efforts.

Students of educational organizations frequently have observed that school organizations are bureaucratic. On most characteristics which typify bureaucratic systems, particularly hierarchial authority structure and organizational career patterns, schools do qualify, but there is a unique difference between large urban districts and small rural districts. The characteristic of bureaucracy most prominent in the layman's view, that of a system of rules and regulations, certainly is found in large urban school districts. But frequently rural school districts do not have written policies, job descriptions, or administrative handbooks. Some would characterize their operation as "untrammelled," the opposite of operation by rigid rules and regulation. In a larger sense, however, rural school districts do operate under rigid rules and regulations, not of their formulation but those of the state. One of the most striking areas of rigid state regulation is the area of finance. In many states the rigidity of the state financing program makes changes in classroom organizational patterns virtually impossible. Bureaucratic characteristics of school organizations are a powerful force in preventing schools from becoming the flexible, adaptive agency demanded by today's society.

Another characteristic which has broad implications is what Carlson (1965) terms "domestication." He says the organizations can be classified into two groups--wild and domesticated. "Wild" organizations must compete for clients and continually struggle for survival. The school, an illustration of a "domesticated" organization, is assured a steady flow of clients--survival is guaranteed. Although the school does compete for funds, the level of funding is not tied closely to quality of performance. The obvious result of this domestication is that there is not the stimulation for change that exists in competitive or wild organizations. It seems to be an accepted fact that schools will continue operation regardless of quality of performance and without attention to the product produced. And they do, although throughout the nation there is increasing restiveness among parents and students. More and more the signs are evident that there is pressure to change and become more responsive. In spite of this mood, it seems apparent that most schools will continue in much the same manner as they have been.

A weak knowledge base particularly about new educational practices (Carlson, 1965) is another characteristic of educational organizations.

There long have been complaints that educational research is not translated into practice as rapidly as desirable. Reasons cited range from lack of training in research by school personnel to a general contrariness on their part. A more accurate explanation would be that there never has been the development effort in education that's necessary to engineer the movement from knowledge production to knowledge utilization. The development phase is necessary in all areas from agriculture to industry. For example, Western Electric is an essential link between the Bell Laboratories and the American Telephone and Telegraph. The knowledge base for educational innovations will remain weak until much more attention is devoted to educational development networks. As work is focused on efforts to try to get local schools to change practices--to plan and evaluate systematically--one of the greatest problems is specifying with assurance that the new practice is better than the old.

Finally, the school organization has no formal change agent (Carlson, 1965). Experience in agriculture should illustrate the necessity for and effectiveness of a well-defined process for initiating change. The agriculture change process is an excellent model. It shows a research and development group: the experiment station; and a change agent: the county extension agent. This model is successful in moving new agricultural practices along a well-defined path from testing to adoption.

In schools the superintendent has been considered the agent of change. Anticipating that the superintendent will function as an effective change agent when he must administer an organization with the typically restraining characteristics of the school is as unrealistic as experience has proved it to be.

A number of other characteristics such as semiprofessionalism of personnel, the reward system for teachers, input variability, and low technological investment also could be cited as factors which retard change in education. It is important to note that all of the characteristics frequently reinforce each other, thus magnifying their influence in creating change-resistant organizations. For example, the lack of clarity in goals and difficulty of output measurement significantly increase the vulnerability of the school system. Vulnerability, in turn, increases the need for rigid controls, and the cycle continues.

Additional Restraining Characteristics of Rural School Districts

Public school organizations would have difficulty in being responsive, adaptive institutions if the characteristics which have been cited were the only restraints under which they had to operate. But they are not. There is an amazing range in size of student enrollment and in financial resources available among school districts. Nine-tenths of the school districts in the United States have enrollments of fewer than 5,000 students and four-fifths of them have enrollments of less than 2,500 (Kahn & Hughes, 1969). In school districts of this size, only those which are supported at a very high level of expenditure

can provide the specialized personnel needed to make program revisions necessary. Some suburban school districts do maintain a level of support which makes the specialized programs and personnel available, but most rural school districts are not supported financially at very high levels. A small school system is less likely to receive federal aid, more likely to spend a disproportionate amount on student transportation, and less likely to have necessary supportive services, health services, or fixed expenditures. In Appalachia the very low levels at which most school districts are supported result in meager school programs.

Incentives for Public School Administrators

Sociologists say that every organization can be described as a system of incentives. The characteristics of educational organizations make the major incentives of school administrators those of self-maintenance and structural stability. This translates into (a) maintaining a reasonably happy staff, (b) not introducing change that will disrupt the organization of the school, and (c) placing the goal of producing second to that of maintaining organizational equilibrium (Coleman, 1971). Many believe that it will require an additional, imported incentive to generate movement toward production rather than maintenance in school organizations.

Coleman (1971) has identified several proposals to change the structure of incentives for administrators--publication of performance information, such as test scores; interscholastic academic competition; dual competing systems; performance contracting; and a voucher system for attendance at private schools. Obviously, some of these proposals are more drastic in their effects than others. While there are increasing numbers of persons who believe implementation of the most drastic proposals is necessary to initiate essential change in the schools, it also seems obvious to others that their introduction could result in the destruction of school systems as they have existed in the United States. And it is obvious to all that the same proposals, such as the voucher system, could not be implemented on any large scale without extremely divisive battles. Given the political decision processes in the United States, it is doubtful that any very drastic proposals for changes in the structure of incentives for school administrators will be implemented on a wide scale in the near future.

One Solution: Cooperation

One movement which offers considerable promise for changing the incentives of school administrators and for helping them overcome some of their restraints is that of cooperation among school districts in an attack on their common problems. While less drastic in its effects than many of the other proposals being made, it does offer the possibility of being implemented with minimal disruption to the systems and is making considerable headway in the country today.

The processes of collaboration among the fragmented components of the educational systems have yet to be completely defined. Yet the concept of cooperation is as old as history: the voluntary relinquishing of certain prerogatives in exchange for assistance to insure or to enhance the possibilities of attainment of one's goals; the sharing of policymaking, management, and labor as the means of securing greater or more satisfying rewards.

Further, the concept of cooperation in agriculture, business, and industry in this nation is as old as the country itself. Its early implementation is illustrated by examples familiar to the average school child: barn raising, corn husking, road building. Its current implementation is illustrated by more than 35,000 cooperatives in the United States with approximately 50 million members, representing credit unions, group health plans, insurance companies, farm marketing, farm purchasing, farm credit, electric cooperatives, telephone cooperatives, and others (Kearney, 1968).

The purpose of the business cooperative is succinctly stated by the executive director of the Cooperative League:

> ...a cooperative enterprise is one whose purpose is to provide its customers and users of its services with goods or services which they need at the lowest economically practicable net cost and in the form and quality those customers desire (Voorhis, 1961).

The purpose of people helping themselves through a formal organization for cooperation is more likely to be accomplished when the customers and users of the services also are the only owners of the organization (Kearney, 1968, pp. IV-9, 10).

The concept of cooperation, only recently emerging at the district level, is not foreign to the school effort. Pioneer families pooled their limited resources, if nothing more than board and keep for the schoolmaster, to provide better educational opportunities for their children than would have been possible by individual family tutoring. It has been only within the last quarter of a century, however, that genuine efforts have been made to coordinate the work of individual school districts in order to provide mutual advantages that otherwise would have been unattainable for the many and highly expensive for the few.

Early efforts to pool resources for mutual benefits include the Metropolitan School Study Council organized to serve the area in and around New York City; a number of intermediate school districts organized to serve different purpose in different situations; and a group of spontaneously emerging organizations designed to meet specific needs (Ovsiew, 1953).

A recent development in school district cooperation has been the emergence of the intermediate district as a multicounty or regional

unit. With this development has come a change in emphasis from merely reporting to the state to actively conducting cooperative programs and services.

A major impetus for cooperation among school districts was Title III of the Elementary and Secondary Education Act of 1965 (P. L. 89-10), which has provided federal funding for a new type of confederation--the Supplementary Center. This type of confederation is composed primarily of public school districts but also may involve participation by community, state, federal, and private groups, and institutions of higher learning. Sharing of funds, facilities, and personnel in local and area efforts to improve education through federally funded programs has provided genuine evidence to the school systems cooperating across district lines that local autonomy can be maintained in joint ventures. And this is essential if cooperative efforts are to function effectively.

These departures from the traditional, go-it-alone effort to improve education are of too recent origin to prove empirically and theoretical claims for their greater potential for making quality education accessible to all youth; however, such confederations of school districts may be the major vehicle for solving many of the problems which beset school organizations.

Cooperative relationships, while not as revolutionary in their efforts as many other proposals, have promise of altering in desirable directions the incentives for school district administrators. The Educational Cooperative has the potential to capitalize upon this promise.

The Educational Cooperative

The Educational Cooperative is a voluntary confederation of school districts which, with a university or college and the state department of education, join together to increase local ability to improve education through a cooperative effort.

The governing board is composed of the superintendents of the participating school districts and representatives of the university or college and the state department of education. The board employs a chief administrator, the executive director, and a staff who carry on the programs specified by the board.

The process by which decisions are made and carried out in the Cooperative is a problem solving approach which is applied rigorously. The process emphasizes identification of needs, careful planning of solutions, and rigorous evaluation of results.

Programs carried out by the Cooperative are based upon identified needs which can be most effectively and efficiently met by a regional agency. The use of modern technology in the delivery of programs is emphasized.

The position of the Educational Cooperative in an organizational chart of education agencies within a state would be subordinate to the local school district.

Objectives

The objectives of the Educational Cooperative are:

- To make available for the participating districts cost-effective educational programs and services on a regional basis.

- To serve as a model of administrative practices which will enable participating districts:

  (a) To analyze educational problems and devise solutions in an orderly, rational manner.

  (b) To reallocate resources in order to achieve desirable educational outcomes.

- To bring resources of other organizations (particularly state departments of education and institutions of higher education) to bear upon the problems of participating districts.

Specifications

1. Membership

   1.1 Membership in an Educational Cooperative is composed of contiguous school districts whose governing boards agree to join in cooperative effort to attack common educational problems.

   1.2 Two types of membership are provided:

      1.2.1. Unitary members are those school districts located within a single planning and development district as defined by an appropriate state agency.

      1.2.2. Contractual members are those school districts located outside a planning and development district from which the unitary members are located but which are invited to join the Cooperative.

   1.3 Conditions of membership in the Cooperative are defined by the board of directors of the Cooperative.

   1.4 The decision regarding the number of member districts to admit to a Cooperative must take into consideration

the size of the geographic area (a driving time of no more than one hour from the central location is recommended) and the number of pupils enrolled (no fewer than 20,000 or more than 60,000 is recommended).

2. Governance

2.1 The Cooperative is governed by a policy board composed of the superintendents of the participating school districts.

2.1.1. Representation on the board with voting rights may be extended to any agency or organization which has a legitimate interest in the activities of the Cooperative.

2.2 The policy board employs a director of the Cooperative who serves as the board's executive officer.

2.3 The director of the Cooperative has responsibility for the following activities:

2.3.1. To collect and organize information about education outputs of the participating school districts to enable the Cooperative board to establish educational priorities.

2.3.2. To recommend for board evaluation and action appropriate programs to achieve goals specified by the board.

2.3.3. To conduct comprehensive evaluation of each program operated by the Cooperative.

2.3.4. To assign and supervise all personnel involved in programs operated by the Cooperative and to coordinate their activities.

2.3.5. To prepare policies and regulations for the operation of the Cooperative subject to approval of the board.

2.3.6. To prepare and administer a budget for the Cooperative.

2.3.7. To recommend for board action all appropriate matters related to personnel administration.

2.3.8. To establish and maintain mutually beneficial relationships with appropriate agencies and organizations.

[9]

2.3.9. To monitor the environment for sources of financial support for the Cooperative.

2.4.0. To administer all facilities and equipment of the Cooperative.

3. Financing

3.1 Financial support for Cooperative programs may be solicited from any legal source of funds with approval of the board of directors.

3.2 In the event that the Cooperative is not legally empowered to act as its own fiscal agent, a member district performs this function.

3.3 Local support of the Cooperative on a per pupil basis is to be encouraged.

4. Services

4.1 Programs selected for operation by the Cooperative should meet the following criteria:

4.1.1. The program shall be designed to meet previously identified educational needs within the planning and development district.

4.1.2. The program belongs at a regional level of operation, by reason of economies of scale or is operated as a demonstration.

4.1.3. The program has reasonably good chances of continued funding.

4.1.4. The program is cost effective in comparison with alternatives.

4.2 Member school systems may choose to participate in any or all programs offered by the Cooperative.

4.3 The process of selecting and operating programs in the Cooperative should adhere to the following sequence of events:

4.3.1. Measure and assess education needs of the districts and Cooperative area.

4.3.2. Identify the rank priority of deficiencies.

4.3.3. Set minimum acceptable standards for solutions.

4.3.4. Specify desired outcomes.

4.3.5. Search for alternative methods to achieve desired outcomes.

4.3.6. Choose most promising acceptable method.

4.3.7. Organize and implement program.

4.3.8. Evaluate results of new program.

Incentives of the Educational Cooperative

The quality of educational offerings in any school district is closely allied to the quality of facilities, media, and personnel which it can provide. But educational resources are expensive. Today, even the economically favored districts face money problems and the poverty dominated systems are running schools at a level of performance that violates the American philosophy of optimum opportunity for every child.

It is not anticipated that the Educational Cooperative will produce vast sums of money to solve the problems of either the rich or the poor school districts. It does propose, however, to improve educational opportunities in member districts by the shared use of media, materials, and specialized personnel. It also proposes to use existing facilities and personnel in more productive ways by upgrading the quality of educational decision-making and by lessening the restraining effects of some of the characteristics of school organization.

The stimulating effects of a new mix of institutions, personnel, financial resources, and processes can provide incentives for school administrators to provide leadership for improved education in participating districts. Six stimulating possibilities include: a new, innovative organization, economies of scale, a new mix of resources, increased utilization of technology for instruction, increased competency of personnel, and reinforcement of colleagues.

•A new, innovative organization: The Cooperative provides a new organization unhampered by tradition and institutionalized patterns of behavior. It is perceived as a vehicle for innovation which reduces resistance to experimentation and new approaches to problems. The personnel of the Cooperative can perform in the role of change agent and would be expected to perform in this role.

Carefully developed or adapted programs based upon identified priority needs, specific objectives and rigorous evaluation can illustrate new and more effective processes in a natural manner. Consequently, their introduction is likely to produce less antagonism and their results to be evaluated more objectively than if initially proposed as replacement processes in older organizations.

•Economies of scale: The Cooperative makes possible economies of large scale operation. This is particularly important to small

school districts which do not have the size to support many needed special equipment or facility items. It is important for special education needs which a small proportion of children have. These economies make it possible for small school districts to enjoy the benefits of large district operation while avoiding some of the disadvantages. Several districts banded together also can exert considerably more influence with the agencies with which they work.

•A new mix of resources: The Cooperative makes possible a new mix of resources by attracting support not available on a single district basis. Despite wide publicity and efforts by many agencies, particularly state departments of education, local administrators frequently are uninformed about the many financing opportunities available to them. The Cooperative provides a scanning capability not otherwise available. Proposals prepared from the perspective of cooperating school districts and other agencies are likely to be more creative than those developed in isolation. Further, because of the combined strength of resources, follow through and implementation are more firmly assured in the Cooperative than on the single district level.

The cooperation of other agencies makes possible for local districts to have available technical assistance which is available to single districts on a random basis, if at all. Universities and state departments of education simply do not have the manpower to respond to all the requests for help from individual school districts. But they can provide sizable assistance to regional groups, particularly on carefully identified needs which require effort over an extended period of time.

•Increased utilization of technology: The potential for the expanded use of communications media and mobile facilities in the Educational Cooperative is almost unlimited. Educational television, for instance, is as yet in embryonic stages of development. Commercial television has indicated the possibility that this medium can be used to provide the most remote school districts with expertise they so gravely need. The capacity of various electronic media of communications both to transmit and receive, along with the availability of mobile facilities for the shared use of materials and personnel, can enable school districts in a Cooperative to devise innovative and improved patterns of personnel organization; competencies and responsibilities can be shared realistically. Such a delivery system can enhance the learning experiences of professional personnel as well as of students. It can supply the missing ingredients of readily accessible information and professional know-how needed for a broadly based team approach to the provision of learning opportunities.

Within the ultimate potential of the Educational Cooperative is the provision of fixed facilities designed to serve broad areas of a region; mobile facilities which may include fleets of learning laboratories, diagnostic laboratories, and professional training laboratories; centralized collections of materials for purposes of demonstration, examination, and shared utilization; common services which may be instructional, supportive, administrative, or informative; teams of personnel for leadership, supervision, personnel training, on-the-job training, and specialized assistance.

•Increased competency of personnel: The Cooperative has the potential for personnel development. Promising practices in personnel development can be incorporated into effective programs through shared resources of members of the Cooperative. Laboratory experiences for preservice training of teachers, with the involvement of higher education personnel in improvement activities, can be coordinated through the Cooperative. Media equipment used in Cooperative programs can be utilized for inservice programs. Further, instructional programs adapted or developed by cooperating school district personnel not only permit, but force teachers into new, wholesome relationships across district lines. A climate for interschool visitation, for instance, can be anticipated through the Educational Cooperative.

School administrators find themselves in exciting new roles as they work together in the Cooperative. The stimulation from planning on a larger scale and with expanded opportunities can be expected to energize superintendents whose isolated attempts to improve instruction have been abortive because of limited resources and personnel. Growth possibilities through membership on a team of superintendents are almost limitless. The capability of selling sound instructional ideas and of buying competent human resources to implement them is magnified through joint efforts and shared finances.

•Reinforcement of colleagues: The superintendency has frequently been referred to as a lonely job. The reinforcement of other colleagues joined together in risk-taking innovations can do much to reduce the loneliness of the job. Feelings of vulnerability and insecurity are lessened when peers are taking the same actions in making changes through the Cooperative.

The stimulation of colleagues and cross-fertilization of ideas natural to cooperative actions have potential for improved administrative behavior. Administrators attend many meetings and are exposed to many ideas, usually with little effect on their administrative behavior. The fact that discussions within the Cooperative setting are related to the problems of their districts makes for a powerful realism which has the potential for producing improved administrative actions.

The Rationale for the Educational Cooperative

The Educational Cooperative is designed to mobilize the capabilities of the education profession in resolving complex educational problems. The following premises are projected as the rationale for the development and implementation of the Educational Cooperative in Appalachia.

> Premise: The improvement of the educational system can serve not only the individual development of students but the economic well-being of the region.

Educational progress may be used as one means of attacking the poverty syndrome of Appalachia. Only recently have economists concluded that educa-

tion is not only economically beneficial to the student but that it has significant influence on the economic well-being of the country (Innes, Jacobson, Pellegrin, 1965). Vaizey has stated that:

> ...the place of education in economic growth is an important one. Since the greater part of the world is poor, and since almost all countries in the poor parts of the world are trying to raise their incomes per head, it follows that education has an important part to play in these countries in directly helping them economically (Vaizey, 1962).

The cooperative identification of problems and the reallocation of resources by the personnel of the Appalachia Educational Laboratory, institutions of higher education, state departments of education, and the region's school districts, can serve, not as a drain on the economy, but as an investment in future productiveness of the Appalachian Region and the country.

> Premise: The scarcity of physical, financial, and personnel resources in a school district influences its ability to solve serious educational problems.

A report of a Presidential National Advisory Committee, entitled The People Left Behind, described the status of rural education as follows:

> The quality of rural education is closely associated with a continuing large number of small schools. Most of these small schools have inadequate libraries, poor facilities and equipment, high teacher turnover, low salaries, inadequate health services, inexperienced teachers, inadequate supervision, restructed curriculums and extracurricular programs, inexperienced administrators, community pressures for status quo, little change for educational research, and too few teachers (1967).

The potential investment in the youth of Appalachia has been blocked substantially. While reports indicate that 60 percent of first graders across the nation graduate from high school, the Education Advisory Committee of the Appalachian Regional Commission reports that only 40 percent of first graders in Appalachia receive high school diplomas (1968). Any plan to upgrade education in Appalachia must deal effectively with its problems of poverty--poverty in the realms of material resources and professional competence.

> Premise: The plan for the Educational Cooperative is realistic in terms of the isolation of Appalachia's schools and its shortages of personnel and physical resources.

Appalachian educational systems are faced with a shortage of high quality physical and human resources. It might be argued that consolidation could serve as the vehicle for combining district resources to provide improved educational services, but consolidation in mountains

and sparsely populated sections is a geographic impossibility. The President's Advisory Committee on Rural Poverty advocated overcoming the disadvantages of isolated, small schools by establishing functional relationships among school districts:

> In many instances, small rural schools must be maintained because of transportation problems and the relative isolation of the community. Special assistance must be given to these schools--both financial and technical. Many things can be done, including more effective use of educational television, film, audio tape, and automated self-teaching devices. These schools also might benefit from sharing services with other schools to make specialization possible. They also may share pupils for certain courses (1967, pp. 48-49).

The Educational Cooperative was devised to provide some of the advantages of school consolidation through functional relationships among school districts. The Cooperative creates a context for the identification of common problems in participating districts; it provides for the pooling of human, financial, and technological assets in such a manner that new resources can be utilized in resolving those problems.

The design of the Cooperative is consistent with the priorities for action established by the Education Advisory Committee of the Appalachian Regional Commission, which include:

- Upgrading the quality and increasing the quantity of professional personnel, especially the teachers.
- Cooperatively allocating personnel, finances, and physical resources among counties and states by educators at all levels of service (1968, pp. 1-2).

Premise: The Educational Cooperative has been structured to facilitate responsiveness of the educational system to the students' needs while minimizing the costs of resource acquisition and utilization.

Benson has offered significant reasons for the decentralized control of education:

> ...The decentralization of control has been and continues to be, a source of some local excitement in educational affairs... Since education of their children is a matter of overriding concern to parents, it is important that parents have face-to-face contact with those persons who control the schools their children attend (1961).

On the other hand, centralization of functions has its advantages; it can produce, up to a certain limit, real financial savings. It is

true, of course, that citizens forced to make a choice between economy of operation and responsiveness to the community may choose the latter. The strategy of the Educational Cooperative forces no choice; rather, it extends the options.

The Cooperative is designed to produce the financial advantages that large-scale operations make possible, while making available greater quantities and a higher quality of instructional resources. Centralized purchasing and centralized accounting effect the savings while shared specialized supervisory and teaching personnel, shared sophisticated educational hardware, and shared curricular programs provide improved learning opportunities. The Cooperative also is designed to protect the potential for responsiveness that the structure of the local school board creates. Indeed, the Appalachia Educational Laboratory sees the essential function of the Cooperative as that of facilitating the resourcefulness of the participating school systems in meeting the needs of their communities. The Cooperative has been planned purposely to be a community of action, "an uncoerced group of autonomous persons who come together only when they are ripe for the experience: the authority is still there, but it is relevant and self-assumed, and it comes from within (Nash, 1966)." The Cooperative can facilitate responsiveness, relevance, and efficiency.

> Premise: Sound educational planning requires development of both short- and long-range program objectives, means for implementing these objectives, and designs for the evaluation of programs. The Educational Cooperative provides structure that can facilitate these processes.

The triad of objectives, procedures for meeting them, and measures for evaluating progress toward them is an essential reality of all valid educational planning. Ideals become goals only when there is reasonable expectation of realizing them; means for realizing the goals, as well as the goals themselves, must be conceptualized in concrete terms. Materials and human resources must be taken into account. The structure of the Educational Cooperative can provide new knowledge about the conditions in specific teaching-learning situations, generate fresh ideas for resolving emerging problems, and increase the availability of effective means for implementation. These outcomes facilitate the exercise of educational leadership--leadership that permits rigorous purpose-defining, planning, and evaluation at each point of implementation.

> Premise: Innovative ideas must be supported by major administrative officers if they are to be implemented and institutionalized.

Research conducted by Brickell (1961) revealed that innovations are introduced by administrators. He emphasized that institutionalization of innovations is dependent upon the administrator's belief that the new programs are valuable:

> Instructional changes that call for significant new ways of using professional talent, drawing upon instructional

resources, allocating physical facilities, scheduling instructional time for altering physical space...depend almost exclusively on administration initiative.

Vaizey also has noted the relationship between administrative competency and underdevelopment--in this case, the underdevelopment of a country:

> ...The efficiency of the education system itself requires very close central supervision and control. One aspect of life in underdeveloped countries is the sheer shortage of administrative and supervisory talent; because the country is underdeveloped, it is inefficient, and vice versa (1962, p. 132).

Inservice growth of the professional--whether the medical or educational practitioner--is too important to be left to chance. The Educational Cooperative provides the structures that permit administrative officers to develop commitment to rational change by:

- Engaging in high level problem solving with a wide range of resource persons.

- Experiencing the success of well-planned innovations.

> Premise: Educational crises in the Appalachian Region are multidisciplinary in nature, requiring the mobilized efforts of various specialists and practitioners.

The problematic character of the educational enterprise is influenced by cultural and intercultural conditions and events. Existing and emerging cultural problems require the reassessment and possible modification of purposes and plans within the educational enterprise. Since the dynamic content of various disciplines and fields of study is relevant to events within the cultural milieu, they must be employed in resolving the difficulties. Educators need not merely react to external forces. Professionals have been called upon to assume a more deliberate and decisive role in directing change through social planning. The Educational Cooperative, capitalizing on the diverse talents within local school districts, institutions of higher education, and state departments of education, can provide a multidisciplinary focus that articulates educational progress and social well-being.

> Premise: Both critical thinking and action are needed in the resolution of educational problems.

To fulfill this requirement, organizational structures should stimulate and reward the following types of behaviors:

- Specification of educational purposes as they relate to the maximum development of each individual in the community.

- Diagnosis and definition of educational problems as they relate to the objectives projected.
- Selection and utilization of relevant information from all pertinent disciplines and community agencies.
- Projection of hypotheses for problem resolution with specific plans for utilization of human and technological resources.
- Acting upon the hypotheses in experimental situations.
- Evaluation of the consequences of implementation.
- Continuing experimentation and/or development in terms of the evaluation.

Conditions that facilitate the experimental-evaluative approach are major dimensions of the Educational Cooperative. Common needs of the constituent districts provide the motive for the problem-solving endeavor. Recognition of common concern, as opposed to coercion, can generate the commitment vital for healthy innovation. Utilization of sound instructional programs, such as those developed by the Appalachia Educational Laboratory, can maximize the likelihood of successful problem resolution. In turn, success serves as a reward that further encourages an experimental spirit among participants.

> Premise: Involvement of higher education personnel and state department officials in the planning, implementation, and evaluation phases of the Educational Cooperative can stimulate their continued professional growth.

Schisms between the educational practitioner and the college professor or school supervisor often have been attributed to the failure of the "non-practitioner" to understand or completely identify with the problems of the practitioner. The structure of the Educational Cooperative can provide new opportunities for involvement of professionals at all educational levels in solving the pressing problems of rural children. The involvement of the professor or state department official, in turn, can enhance their abilities to serve in their other professional roles.

> Premise: The program of the Educational Cooperative promises to redirect commitment to educational change so that it becomes a more rational process.

Benson has described the operation of the "demonstration effect" in determining school board decisions to increase educational expenditure, aside from those associated with physical growth:

> The household is reluctant to change its pattern of consumption because it knows its potential savings will decline. The school

> board is reluctant to approach the taxpayers for an increase in rate. In both instances, action to spend is taken as and when the spending units come into the repeated contacts with "goods" of a "superior" order (1961, p. 107).
>
> ...The "demonstration effect" will lead school boards to concentrate on certain obvious types of expenditures while ignoring certain of those less "demonstrable" kinds that serve the long-run interests of the schools... Thus an important role for professional groups is evident, namely, to point out to school boards the significance of certain categories of expenditure that provide for the further development of the public education industry (1961, p. 109).

The operation of the Educational Cooperative can restructure growth so that it occurs above the level of conspicuous consumption. Cooperative utilization of human talent and physical resources can demonstrate the power of innovations that serve the ultimate educational objectives of professionals and lay persons. The Cooperative has been conceived as a means to make consumption and investment more rational.

> Premise: Professional educators should develop unified and rational power in order to provide effective participation with other social agencies in solving the pressing economic and human problems of the Appalachian Region.

Vaizey has warned that successful educational progress cannot be achieved when the problem is isolated from its relationships to the total economic and social well-being of the community:

> ...An educational plan should be conceived of as part of a general economic program for raising the economic level of a community; both because education has to justify its claims to national resources in competition with other social services like health, and investment in physical cpaital, and because experiences has shown that balanced growth requires an integration of all aspects of economic and social life if individual projects and plans are to come to their full fruition (1962, pp. 126-127).

The Educational Cooperative provides structure for the joint solution of interdistrict and interstate educational problems. It also promotes widespread dialogue among professional educators and the greater intellectual community. This communication can facilitate the rational and unified entrance of educators into the domain of social planning. Educational leaders are provided with a vehicle for participation with resource persons in the economic sector, the political sector, and the wider intellectual community as they strive for community well-being and growth. Educational decision-making fails when it ignores underlying community problems and larger social purposes.

Chapter 2

An Administrative System for the Educational Cooperative

It is recognized generally that organizational structure and processes alone do not make the difference between shoddy and quality education. But a new alignment of school systems willing to cut the umbilical cord of dependence upon conventional approaches to administration and instruction can be structured to generate sufficient power to produce changes essential for a real breakthrough in educational practice. If the new alignment changes educational leadership, then it changes education itself.

A Broad Administrative Base

The multidistrict confederation provides a broad base for planning and implementing an educational program. It increases the sphere of opportunity and responsibility for each board of education and each staff which capitalizes on its concept. This voluntary organization is designed not to replace existing structures but rather to enable them to explore alternatives for action. At present, inadequate resources and restrictive organizational characteristics destroy initiative and tend to limit programming to the least imaginative, easy-to-implement practices.

The Educational Cooperative, functioning as a confederation of autonomous school systems, permits each administrator to retain local control and yet escape the inhibiting bonds of poverty in resources and restrictive organization. Historically, the American people have demanded a voice in the affairs of their schools, regardless of the level of financial support they have been willing to extend. The Cooperative protects this right. At the same time, it breaks the hold of inadequate support. The superintendent cooperates with peers in neighboring school systems to provide, for example, a vocational school for the three or four or five cooperating districts. Alone, and operating within the traditional arrangement, his alternatives are to deny vocational opportunity to the youth in his district or send them to an area vocational school, if one exists, where an outside agency holds all responsibility and authority.

The Educational Cooperative is not a superstructure imposed upon existing school systems. It is a confederation of autonomous school systems whereby each gains in responsibility and in stature. It can operate formally only when the lay school board, recognizing both the increasing professionalism of school personnel and its own proportionate decrease in know-how regarding technical educational matters, authorizes its superintendent to function beyond the boundaries of his own district. The lay board, by extending to the professional leader authorization and responsibility to work with other administrators, creates a stimulating intellectual climate for the superintendent and concurrently provides a freedom that forces him to examine his behavior from a different point of view. First, the school leader sees the number of boys and girls to be served doubled, tripled, quadrupled; and second, he recognizes the problem as that of serving boys and girls, not as just "getting by."

It must be kept in mind that the Educational Cooperative is not a consolidation of several school districts, rather it is a creation of them. School superintendents continue to serve as school superintendents. The critical difference lies in their perceptions of their new, expanded roles. It is perhaps in the identification of a new role for the school superintendent that the Educational Cooperative will make its most revolutionary impact. The superintendent, working alongside other superintendents, grants power to someone outside his own district which affects his own district's operation. The superintendent thus becomes concerned not so much with his direct span of control but, instead, becomes aware of the added options that are available to him simply by granting power for a specific purpose to someone outside his district. For example, a school district is presently expected to provide adequate, appropriate educational opportunity for its community, regardless of district size and pupil numbers. Informed parents in the smallest dollar-poor districts want courses in probability, fourth-year French, and advanced-placement physics for their children, regardless of the astronomical cost per pupil and the sheer unavailability of competent faculty for such specialized courses. The school district, by sharing costs, facilities, and ingenuity, can provide these and many other opportunities which, under the prevailing scheme of independent action, are presently denied to large segments of the secondary school population.

The Educational Cooperative can provide diverse types of services, not available through any one school system, to all phases and levels of education--preschool, grades 1 through 12, post-high school, and general adult. The Cooperative does not limit itself to a single educational function but, rather, encompasses every phase of education that can be strengthened through the application of the cooperative concept. Certainly it selects for implementation those programs and services where high-level assistance will improve the quality or extend the opportunity to a greater number of boys and girls. Criteria for selection of programs or services include efficiency of operation, based upon size; resources a regional agency can attract which single districts could not; and ability in diversity of skills not available

to a single district. Relevant considerations of need serve as selection criteria rather than traditional or political factors. High priority needs likely will be identified for which no single district could produce a program adequate to meet, but with which the Cooperative, because of combined resources or specialized know-how, could effectively deal.

The Cooperative must recognize certain limitations. It may find that, although it can provide many services not available through any one system, it cannot in every situation provide better services than are available through individual school districts. It also may find that technology and communications media provide better education services to geographically isolated school districts than can new mobile facilities, however, leadership can be provided to alter expectancies. An equally significant reality is that overall capability of too many public school systems is limited by local constraints: lack of money, lack of know-how, lack of initiative. A third reality is that the mobility of the population and the inequities in educational opportunity justify the statement that "there is just as much interstate commerce in ignorance as there is in anything else (NEA, 1959)." Further, if the universally accepted criterion of a public activity is "that it affords equal treatment to equals (Benson, 1965)," then youth living in communities characterized by low educational attainments of adults and an unfavorable ratio of dollars to children should be provided a maximum educational opportunity, equal to that of their peers who happen to live in the Scarsdales and Beverly Hills sections of the country.

In effect, the Educational Cooperative proposes to join together the efforts of several local school systems to provide ready access to quality education otherwise difficult or impossible to attain. A fluid entity itself, the Cooperative harnesses the capabilities of the basic educational units to generate new power and potential for excellence. This it proposes to accomplish while protecting the legal autonomy of each of the cooperating members.

The ideology it employs, "the idea of people acting together to help themselves (Kearney, 1968, p. IV-7)," is as relevant to the Educational Cooperative as to its counterpart in business. There is the process by which the Cooperative school districts, just as the cooperative stockholders, share in planning, administering, and implementing in order to help each other and themselves.

A major problem lies in the fact that basic skills as well as favorable attitudes are prerequisites to the process of initiating change. Even if the entire profession were to accept the cooperative ideology, educational leaders, for the most part, are both inexperienced in and untrained for developing proper change procedures.

The favorable attitudes may or may not come first. Certainly participation in an Educational Cooperative as envisioned here is voluntary, and the degree of participation is, by natural corollary, largely controlled by the individual member organization. It is

recognized that some school districts may initially join forces with their neighbors out of desperate frustration with their admitted inadequacies. They then may find the solution to their educational problems so rewarding that the favorable attitudes toward cooperatives come as the result of effective outcomes.

The voluntary nature of the confederation permits a structural freedom that places less emphasis on narrow job description and more emphasis on lateral communication. Public school organizations generally are considered highly bureaucratic; at the same time, the growing professionalism in all educational organizations is opposed, both in theory and in practice, to such bureaucracy (White, 1968). The long-lived stranglehold of the "cult of efficiency" with the rigid line-and-staff control may have provided a way of reducing duplication of effort and confusion. On the negative side, however, the line-and-staff organization has created barriers which tend to inhibit cooperation and group action. The "benevolent despotism" of the early 20th Century is being attacked both from within the organization: increasing professionalization of personnel; and without: the rapid growth of technology.

The bureaucratic school organization, like any other bureaucratic organization, is said by Thompson to be ". . . characterized by high productive efficiency but low innovative capacity (1965)." It is innovative capacity that is needed critically by all school districts, and particularly by those where isolation and insulation have robbed millions of American boys and girls of their educational birthright. The Educational Cooperative, an old concept in a new setting, is an innovative process which can unshackle the stranglehold of inflexibility, rigidity, and autocratic red tape, and capitalize on pluralism, willingness to experiment, and divergence.

The Educational Cooperative places workers in new roles and new relationships. The growing professionalization of school personnel, even without consideration of this new concept, is demanding a redistribution of authority. White notes that preliminary examination of the literature on cooperative educational organizations indicates that they involve more highly trained personnel than the average public school employee and, thus, likely are to be even more professional in nature (1968, p. 53). Etzioni asserts that as organizations gain in professionalism the traditional line-staff relationship is reversed (1964). The new relationships reflect the goal of decentralization recommended by two school administrators, ". . . to place authority and responsibility as close to the point of actual operation as is consistent with the competence of personnel available (Stimbert & Dykes, 1964)."

In light of the changing roles and relationships among personnel, and of the voluntary nature of the organization, an understanding of the concept, structure, and processes of the Educational Cooperative is prerequisite to delineating proper procedures for establishing it.

Organizational Membership

The Educational Cooperative is comprised of several contiguous school districts which voluntarily engage in cooperative action while retaining much of their own autonomy. It is comprised also of the appropriate state department of education and of institutions of higher learning to which the cooperative systems extend membership.

The size of the Cooperative must reflect the realities of geography, number of students enrolled, common instructional needs, and either intrasystem concern or community pressure. Under present legal structures, each Cooperative likely will remain within the borders of one state. There is no reason to believe, however, that future Cooperatives may not cross state lines when mutual interests can be served.

The major criterion for membership is the acceptance by the leaders of a school district that their system needs to be improved and can be improved by cooperative effort. School districts hold membership in only one Cooperative. Practical as well as financial and legal considerations suggest that Educational Cooperatives, like their busines counterparts, utilize one organization to market whatever services are desired. It is anticipated that the Cooperative will function as a "becoming" organization: the specific need or needs which first prompt the affiliated districts to join forces may yield priority to newly recognized inadequacies. The adaptive behavior of the organization to changing needs and purposes is crucial. Hence, a multiplicity of Cooperatives performing a single function would be a paradox as well as an impracticability.

The cooperating school systems play the major role in the implementation of the Educational Cooperative because it is they who must make the initial agreements and commitments to function as a part of, or in relation to, collaborative operation (AEL, 1967). They must not only accept the basic authority which they voluntarily invest in the confederation, but they must administer the regulations established by it. Further, they must be amenable to making adjustments and adaptations in their own district operations, programs, and services if they expect to capitalize upon the new opportunities available through the Cooperative.

The state department of education is located strategically to provide general leadership in the encouragement of the Cooperative concept to give continuing assistance in the development of Cooperative units. In this role, it can furnish leadership in securing needed legal provisions for the establishment and operation of Cooperatives. The state department also can adapt certain services, such as educational television, which are compatible with operation through the Cooperative; similarly,

it can utilize the Cooperative when appropriate to render departmental services, such as data collection and communications.

One of the area colleges and universities can anticipate an invitation to become a fully participating member of the Cooperative and provide special leadership resources. Area institutions can enhance the effectiveness of the Cooperative by conducting special research and developmental activities both within and without the Cooperative network, by providing specialized training when needed, and by cooperating with programming of such services as educational television.

Although the Cooperative only operates programs developed to meet carefully identified needs shared by the school districts, each cooperating district retains the right to decide whether or not to participate in each program. It is expected that a decision by a district not to participate will occur infrequently but this guarantee is essential to preserve the autonomy of each system.

The Educational Cooperative requires its members to accept the concept of collaboration and willingness to share responsibilities, personnel, and financial resources; but to function it also requires enabling legislation which will free its members to act upon this acceptance and willingness.

Legal Status

Legal status of the Educational Cooperative is established under the statutes of the state in which the member school districts are located. Since it is a voluntary organization comprised of autonomous units, the legislation should be permissive rather than mandatory. It is crucial, however, that states pass the enabling legislation necessary to permit the Cooperative to function with the freedom of action demanded by this process.

The Cooperative Process

A flow chart (see Diagram I) is used as a means of showing the essential operational processes of the Educational Cooperative. This approach has been selected because it emphasizes that the Educational Cooperative is essentially a process and that structure is of secondary importance. The flow chart is intended to depict the continuous evaluation of feedback from the environment and constant assessment and adjustment of the Cooperative to provide services required by the participating school districts.

Two levels at which administration of the Cooperative will operate are identified in the diagram. A dotted line roughly separates "top management" (the board of the Cooperative) functions from those of "internal management." However, it must be noted that these are only gross

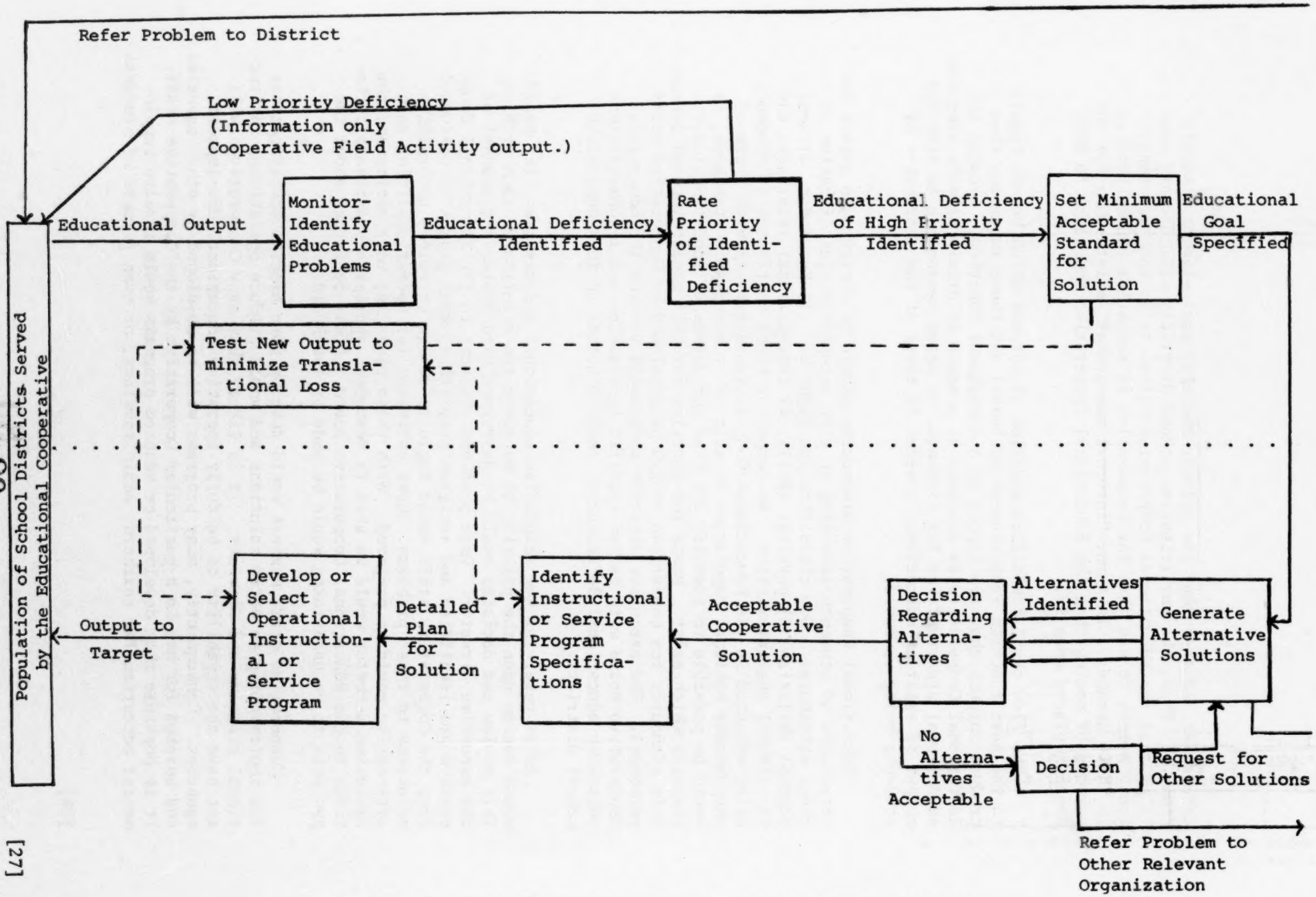
Refer Problem to District
Low Priority Deficiency
(Information only
Cooperative Field Activity output.)
Population of School Districts Served by the Educational Cooperative
Educational Output
Monitor-Identify Educational Problems
Educational Deficiency Identified
Rate Priority of Identified Deficiency
Educational Deficiency of High Priority Identified
Set Minimum Acceptable Standard for Solution
Educational Goal Specified
Test New Output to minimize Translational Loss
Output to Target
Develop or Select Operational Instructional or Service Program
Detailed Plan for Solution
Identify Instructional or Service Program Specifications
Acceptable Cooperative Solution
Decision Regarding Alternatives
Alternatives Identified
Generate Alternative Solutions
No Alternatives Acceptable
Decision
Request for Other Solutions
Refer Problem to Other Relevant Organization

Diagram I: Flow Chart of Functions of Educational Cooperative

categories and that they are neither mutually exclusive or discrete domains. Thus, the participating school districts will dictate what it is that the Educational Cooperative exists to do and "top management" exists to see that the Cooperative is sensitive and responsive to these demands. In turn, "internal management" exists only for the purpose of seeing that the Educational Cooperative functions to meet demands placed upon it.

The flow chart identifies a series of outputs which become inputs to the next function (represented by boxes) and these functions then produce outputs that are inputs to a subsequent function. Because the Educational Cooperative is designed as a means of providing more adequate educational opportunities for students, it seems reasonable to view the output of existing educational systems in terms of the attributes of students being educated.

Educational Cooperative procedures should be designed to assess the attributes of students according to some acceptable classification of these attributes. One classification might be: 1) knowledge, 2) conceptual abilities, 3) physical skills, 4) interpersonal relations, and 5) cultural characteristics. By comparing these attributes of students being educated in the Educational Cooperative districts with those of the broader national population or with other acceptable standards, it would be possible to identify the kind and degree of educational deficiencies which exist. Means for carrying out this monitoring and reasonable standards for comparison should be developed by Cooperative staff personnel. The executive director then could provide the Educational Cooperative Board with rather specific information and recommendations regarding educational deficiencies among students in the Cooperative school districts.

After receiving the identified educational deficiencies, the Board would decide upon the priority to be given the solution of each problem. This review and decision would be performed with advice and counsel of the executive director. Once problems relevant to the Educational Cooperative are identified and assigned priorities, work groups of personnel from the Cooperative staff would begin to design or select alternative solutions to these problems. Cost estimates for operationalizing each alternative would be prepared. With these plans and cost estimates, the executive director would be able to recommend appropriate action alternatives to the Educational Cooperative Board. Final decisions about the projects to be undertaken would be made by the Board.

Cooperative staff members would develop more precise specifications for implementing selected solutions and would produce operational instructional programs and services. It is likely that many Cooperatives will not have the capability to be fully operative educational development agencies. Consequently, many programs will be developed by other agencies and adapted for use in a particular Cooperative by the Cooperative staff. It is possible that developed or adapted programs would involve supplemental education for teachers, administrators, or even parents of students

in the area of the Educational Cooperative in addition to instruction for the students themselves.

Since the school districts which make up the Educational Cooperative are autonomous systems, a constant flow of information between these external systems and the Educational Cooperative is imperative if they are to be expected to adopt the programs and services developed or adapted and to support the Cooperative at the essential level. Representation on the Educational Cooperative Board by local school superintendents should provide at least some of the necessary interaction. Liaison with local school districts must be maintained by the Cooperative staff continuously.

One very critical function which has received only minor emphasis here is that of using feedback to monitor and control each action phase of operation. An example of such a function is represented by the "Test New Output to Minimize Translational Loss," but other cyclical feedback loops also will be required. It should be noted, too, that the entire flow chart represents a cyclical pattern. Outputs from the school districts initiate a series of actions within the Educational Cooperative which result in new inputs for the school districts.

Administrative Tasks

Regardless of the size of the staff of the Cooperative or how it is organized, there are a number of tasks which must be performed if the Cooperative is to achieve its purposes. For discussion purposes these tasks have been grouped into five areas--program, program delivery, planning and evaluation, communication and administrative services. Grouping of the tasks for discussion purposes should not obscure the interdependent relationships among them.

•Program. The major purpose of the Cooperative is, of course, the provision of effective and economical educational programs for the member school districts. These programs may cover a wide range of subject matter fields and services for pupils and teachers. The following functions must be performed in the area of programs:

- Determine education deficiencies based upon the goals and objectives of the cooperating school districts and data of their educational output.
- Rate the priority of determined educational deficiencies.
- Set minimum acceptable standard for solution of deficiency of high priority.
- Generate alternative solutions for selected deficiency.
- Select acceptable solution.

- Develop specifications for program.

- Develop or adapt operational program.

•Program delivery. Decisions on how a specific program of the Cooperative is to be delivered to the clients are made during the development or adaptation process. The major criterion for the selection and use of each component of the delivery system is its potentiality for making quality education accessible to youths who otherwise would be deprived of the particular programs or services. Each component of the delivery system is expected to supplement and complement the facilities, equipment, and practices of the individual school districts. The following functions must be performed in the area of program delivery:

- Select the most effective program delivery system based upon the nature of the deficiency, the specified educational goal and available resources.

- Manage, operate, and maintain the equipment required for delivery.

- Monitor the operation of the delivery system in order to judge its effectiveness and efficiency.

•Planning and evaluation. The quality of the planning and evaluation processes which are carried out probably is the most crucial factor in the success of the Cooperative. The following functions must be performed in the area of planning and evaluation:

- Monitor the environment for appropriate opportunities for the Cooperative.

- Carefully plan for each activity of the Cooperative.

- Provide for evaluation of each program of the Cooperative--both formative and summative.

- Prepare adequate, realistic, long-range organizational plans.

•Communications. Of critical importance in the operation of the Cooperative is the maintenance of adequate communication channels within the Cooperative, with its member districts and with the larger environment. The following functions must be performed in the area of communications:

- Maintain internal communications among the staff and with the member districts.

- Coordinate the dissemination of information regarding programs of the Cooperative to the public at large.

- Assess the information outputs of participating districts and provide the Cooperative with selective inputs.

•Administrative services. As in all organizations, certain functions must be conducted for the Cooperative to maintain itself as an organization. The following functions must be performed in the area of administrative services:

- Prepare and administer a budget.
- Develop and maintain the organizational structure and appropriate administrative procedures.
- Establish and administer procedures for the employment and training of personnel required for the efficient operation of the Cooperative.

Organizational Structure

When considering that structure should reflect function, the organizational problems of an Educational Cooperative are similar to those of any cooperative or business operated as a private enterprise. However, the organizational problems of an Educational Cooperative differ in that most of its members are professionals. It is this unique characteristic which alters, or even reverses, the staff-expert, line-manager relationship found in most business organizations.

Recent research has compared units meeting the criteria of cooperative educational organizations through their implementation of Title III, ESEA, projects with both mandatory intermediate units and permissive, spontaneously evolved organizations (White, 1968, pp. 106-112). The cooperative educational organizations were found to be significantly less structured and bureaucratic than the heterogeneous group. Also, they were operating from a relatively "flat" or decentralized authority structure, although their organizational charts indicated that there were clearcut authority relationships. This decentralization of authority was emphasized in the finding that in the ratio of administrators to nonadministrators cooperative educational organizations do not increase as they become larger; rather, the ratio decreases. Of special importance is the fact that the less highly structured organizations (the ones qualifying as cooperative educational organizations) experienced more cooperation, communication, friendliness, and participation in decision-making than did the more highly structured, bureaucratic organizations. This finding was reinforced when professionalism of staff proved to be a significant variable; highly trained personnel were found to be more cooperative than were those who had less training.

Implications from this and related research suggest that the structure and operation procedures of an Educational Cooperative should include fluidity, flexibility, tentativeness in design and in programming,

and the provision of an environment fostering commonality of interest. Certainly goal-producing lateral relationships among members of professional teams depend upon involvement, two-way communication, and cooperation. With its major function that of making quality education accessible to all, the Educational Cooperative must release the creative potential of its staff to produce innovative ideas and to program innovative practices. If it is accepted that highly structured organizations have low innovative capacity (Thompson, 1965) then the Educational Cooperative, of necessity, builds a structure which redistributes authority and promotes individual responsibility for meeting goals.

The Board

The Board of an Educational Cooperative consists of the superintendent of each cooperating school district, a representative of the appropriate state department of education, and a member of the college of education of the institution of higher learning invited to participate. It is anticipated that membership on the Board will be limited to one institution of higher education but that consultative services can be made available from any number of colleges and universities.

The Board also may select two members-at-large from citizens of the cooperating communities. At all times, however, the number of superintendents representing cooperating school systems exceeds the total number of other members of the Board.

Members of the Board derive their power for making policy and regulating activities of the Cooperative as indicated: superintendents from their respective boards of education as established by policy or resolution; representative of the state department of education from the chief state officer of education; and representative of the college of education from the respective dean or president of the institution.

Unlike the members of the boards of education of its cooperating school districts, members of the Cooperative Board are primarily professional educators with specific training and experiences in planning and implementing school programs. The administrator they employ is one of their professional peers. This reality, coupled with the unique fiscal situation of this confederation of autonomous units, places each superintendent (who is at the same time a member of the Cooperative Board) in a significantly different and perhaps difficult role. As Cooperative Board members, superintendents pass judgment upon programs and services to be provided by the Cooperative for the youth and/or teaching personnel of their own and cooperating school districts. Thus, they may find themselves approving a higher cost program through the Cooperative than they would request in their own districts, as for example, to provide for the teaching of physics in an isolated school. Also, as administrators in their own districts with the responsibility for implementing policy, they may experience difficulty in their role as members of the Cooperative Board in limiting themselves to policymaking.

Members of the Board must fulfill dual roles; they are the policymakers for the internal management of the Cooperative itself, yet they

are administrators as they relate the Cooperative through top management to the participating systems. Internal management exists only to guarantee that demands of participating systems are met by the Cooperative. The flow chart attempts to clarify the process by which these functions are performed. The Board, with reliable information from the environment, and working through the executive director and the staff identifies educational problems and deficiencies, allocates priorities, sets minimum acceptable standards for solution, and establishes specific educational goals. At this point, internal management assumes major responsibilities.

Specifically, and in the style of the traditional administrative framework, the responsibilities of the Board include:

- Selecting the executive director.
- Establishing objectives, policies, and overall plans to be implemented by the staff under the general direction of the director.
- Evaluating and approving policies and plans proposed by the executive director.
- Analyzing periodic reports prepared by the executive director and members of his staff relative to the programs of the Cooperative.
- Establishing adequate safeguards relative to properties and funds of the Cooperative and approving major expenditures.
- Disseminating information to member school districts regarding the accomplishments of the Cooperative.
- Selecting members for an Advisory Council, establishing procedures for liaison and consultation with the Council, and evaluating the educational input emanating from it.

Advisory Council

Since top management has a primary responsibility in insuring the sensitivity of the Cooperative to the needs of participating districts, a council of representatives from organizations demonstrating unselfish interest in and support of public education is justified and probably essential. Business and industry may not provide a model, but better school districts provide both the model and evidence of its value. Certainly the Advisory Council is maintained and is responsible to the Board.

[33]

Membership comes from the areas serviced by the Cooperative and may consist of:

- Representatives from institutions of higher education located in or near the districts comprising the Educational Cooperative and/or rendering educational services to the area.

- Representatives from Parent-Teacher Association Councils and other organized parent groups working for improved education in the area.

- Representatives from district boards of education participating in the Cooperative or in a particular field activity of the Cooperative.

- Representatives from professional education associations working in the area.

- Representatives of the state department of education stationed in or near the Cooperative and/or rendering services to the area.

- The mayor of each city and judge of each county represented by a school district member of the Cooperative.

- Laymen from the local districts participating in the Cooperative.

- Representatives from other agencies and organizations located in and/or operating in the area which can make a contribution to the planning and implementation of services to the Cooperative (AEL, 1968).

The relationship of the Advisory Council to the management system of the Cooperative is shown (see Diagram II) as providing educational input which the Cooperative can monitor. This relationship may be compared to the relationship of local groups to their district boards of education, for, indeed, the public owns its schools. Every board of education must be responsive to the broad demands of the people it serves in terms of general aims and goals.

The Executive Director

As presently envisioned, the confederation of multischool districts implements policy through a chief administrator in the position of executive director, chosen by and responsible to the Board, as indicated in Diagram II. Unlike his counterpart in an individual school system, the superintendent, the Cooperative director has a peer relationship with his Board; most are professional educators. It is possible that the Board members may be inclined, consciously or unconsciously, to interfere

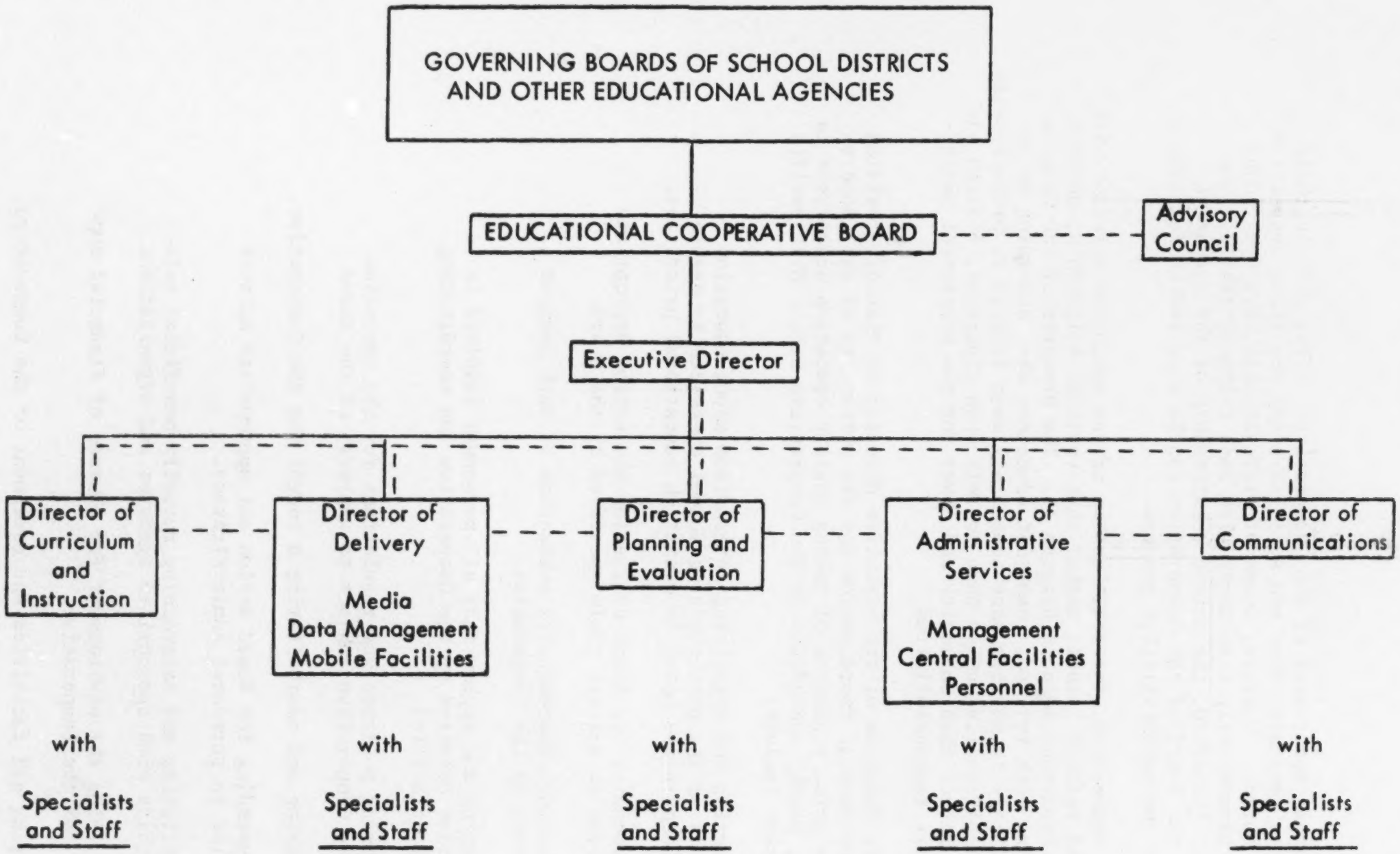

Diagram II: One Possible Structure for a Large Educational Cooperative

The built-in tentativeness of structure for a Cooperative should be read into this diagram. Further, lateral relationships of joint planning and actions should be understood as reflecting an aspect of the uniqueness of the Cooperative.

with the internal management of the Cooperative. After all, in their roles as superintendents, they are administrators for their respective policymaking boards. However, teams of professionals have been found to work more harmoniously than those with less training (White, 1968, pp. 106-112). Therefore, the unique relationship of the executive director and the Board of the Cooperative can be expected to facilitate, not to impede the administrative process.

In this connection, the relationship of the executive director with his staff must reflect lateral rather than vertical alignments, despite the apparent hierarchy seen in Diagram II. The Director of the Cooperative is working with trained, competent educators who, according to research, are likely to perform more adequately when treated as professionals. He has little alternative other than to rely upon expertise, liaison and coordination rather than authority and power for the successful administration of his responsibilities.

The basic function of the executive director is that of providing leadership and overall coordination for the activities of the Cooperative with the primary purpose of making quality education accessible to all children, youth, and adults in the Cooperative area. His specific responsibilities include:

- Collecting and organizing information about education outputs of the participating school districts to enable the Cooperative Board to establish educational priorities.
- Recommending for Board evaluation and action appropriate programs to achieve goals specified by the Board.
- Conducting comprehensive evaluation of each program operated by the Cooperative.
- Assigning and supervising all personnel involved in programs operated by the Cooperative and coordinating their activities.
- Preparing policies and regulations for the operation of the Cooperative subject to approval of the Board.
- Preparing and administering a budget for the Cooperative.
- Recommending for Board action all appropriate matters related to personnel administration.
- Establishing and maintaining mutually beneficial relationships with appropriate agencies and organizations.
- Monitoring the environment for sources of financial support for the Cooperative.
- Managing all facilities and equipment of the Cooperative.

These tasks may be related to the cyclic movement of the process presented in Diagram I. Top management functions shown in the top portion of the flow chart require the executive director to secure educational output from the school districts served by the Cooperative (external systems), to work with his staff in identifying and evaluating educational deficiencies, and to recommend to the Board priorities of solutions. The Board makes the decisions which internal management implements. The implementation, as shown in the lower portion of the flow chart, includes the generation of alternate solutions, programming and servicing, and evaluation. The output from this process moves to the population to be served, and the dynamism of the Cooperative insures that the process continues.

The type of operation requires the executive director to have administrative and personnel management capabilities to a greater degree than is typical of the average superintendent of schools, even though he may have fewer individuals and/or organizations to whom he is rather directly responsible. The Cooperative school district members actually are the employers of the director; they are not his subordinates.

It is highly important, therefore, that the executive director possess exceptional skill in the realm of interpersonal relationships and of "marketing." The "goods" in this case are ideas for innovative practices, programs, and services in education, and these "goods" must be "sold" to members of the Cooperative if the Cooperative is to justify its existence. Almost paradoxically, it seems, the "goods" to be sold are the creation of the members themselves.

The executive director must know the educational programs of the Cooperative area, their weaknesses and their strengths, as well as being a master of human relations. In addition to being responsible for leadership, coordination, innovation, and stimulation, the executive director also must be a top-flight educator.

The Staff

The organization of the staff of the Cooperative should be determined in each individual Cooperative. The decisions are dependent upon the size of the staff, the geographical area covered by the Cooperative, and the nature of the programs and services to be provided by the Cooperative. The nature of the Educational Cooperative mission and existing knowledge of such organizations demand that the organization be as loosely structured as possible to maintain maximum flexibility. Whatever organizational structure is developed, it should define clearly responsibilities and relationships so that the process and tasks are effectively and efficiently performed.

One example of the organizational chart for an Educational Cooperative is shown in Diagram II. This diagram might be appropriate for a very large Cooperative.

Another example, for a very small Cooperative, is shown in Diagram III.

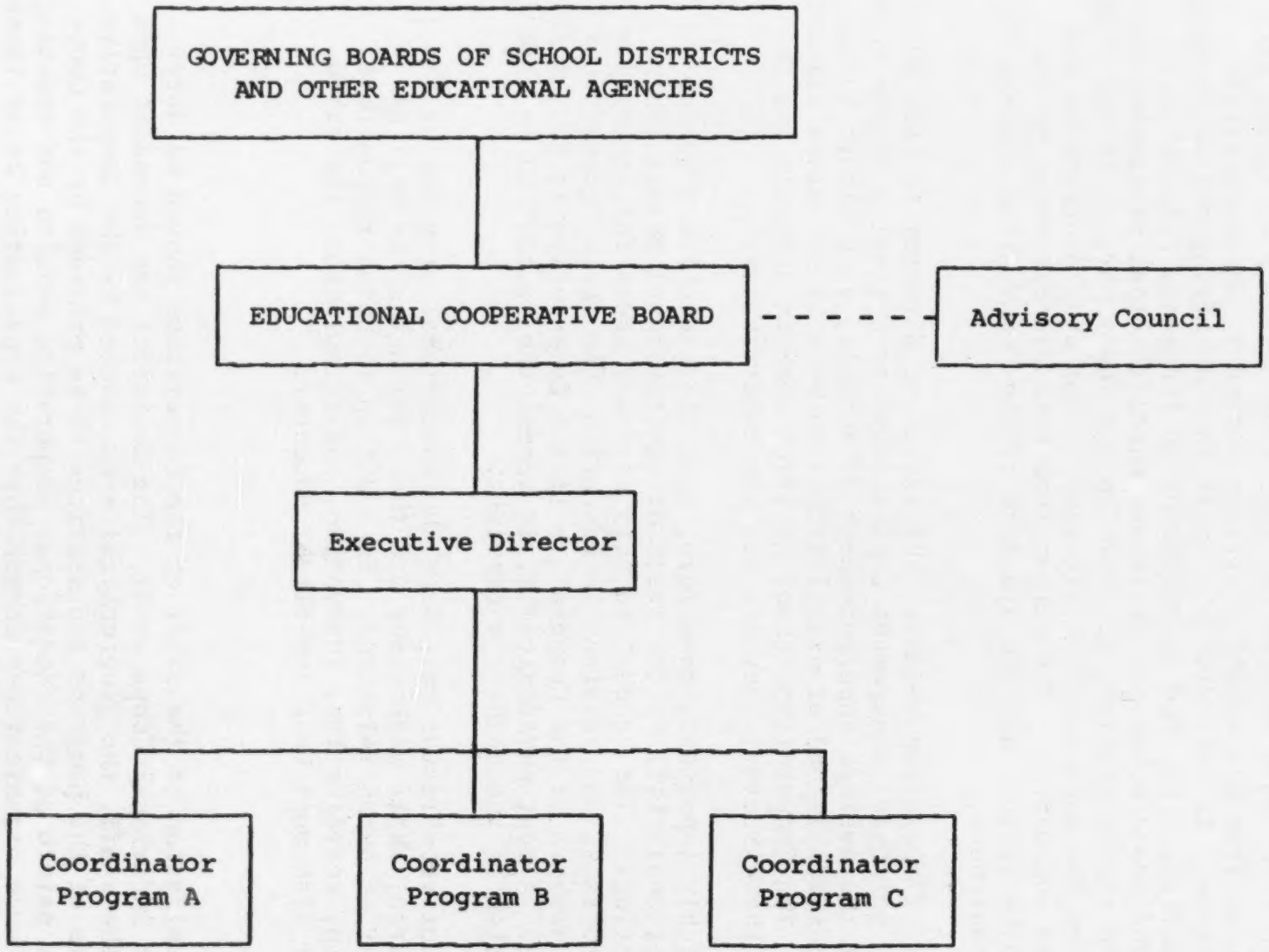

Diagram III: One Possible Structure for a Small Educational Cooperative

Chapter 3

The Installation of the Educational Cooperative

The installation of the Educational Cooperative is viewed as an ongoing process complex both in concept and practice. The Cooperative demands changes and adoption of innovative practices. It is supported not by one agency but by many. Its governing body represents not only the diverse interests of one level but also the interests of diverse levels. The Cooperative, as a process through which people can help themselves, is a process which they ultimately control. Its successful operation requires changed patterns of institutional behavior supported by changed attitudes of participants. Some prerogatives of participants must be abrogated for the common good. Successful operation requires modified roles for many incumbents of positions in participating agencies.

A further complication in developing a plan for the installation of the Educational Cooperative is the fact that research on the introduction of innovations into school organizations indicates that the specific characteristics of the school community and the school system either can be powerful constraints against or powerful supports for the adoption of innovations. For example, such factors as the educational level and income of the population, the range and distribution of pupil ability, and the expectations of the local citizens condition the acceptability of particular innovations and often necessitate variations in adoption plans. Similarly, the size of the school system, the degree of its bureaucratization, the professional sophistication of the staff, and a host of other factors influence the implementation of innovations.

There are few, if any, clusters of school systems which can absorb within short periods of time all of the changes required to establish a full-fledged Cooperative. The cost in time, energy, and money is high. The changes in role performance inherent in the Cooperative present unusual difficulties. Knowledge of the process of successful installation of innovations into school organizations can provide only general guidelines. Hasty installation of all functions of the Cooperative within a limited time frame could cause disruptions in the operation of

the participating school systems, leading to total rejection of the Cooperative plan. However, careful planning and timing can facilitate the acceptance of the inconveniences of installation as a reasonable price for making quality education accessible to increasing numbers of children and youth.

Important Factors Affecting Installation

The process for installing the Educational Cooperative in Appalachia must take into account the uniqueness of the product being installed into the school districts and the unique characteristics of the region and the educational agencies and their personnel who are brought together into cooperative relationships.

The Cooperative Product

The number of so-called "educational cooperatives" organized in public education increases each year. Almost any effort involving cooperation among education agencies is labeled an educational cooperative. This increase in number has fostered considerable misunderstanding and confusion with respect to the concepts involved. An educational cooperative may be defined in many different ways, but the Appalachia Educational Laboratory is engaged in the development and diffusion of an educational cooperative with a specific meaning in the Appalachian states. The Laboratory defines the Educational Cooperative:

> "An Educational Cooperative is a confederation of local school districts which bind themselves together with a state department of education and an institution of higher learning in order to increase their capacity through joint effort. A Cooperative employs media, mobile facilities, and communications technology to change and improve both educational organization and process."

Thus, the Educational Cooperative as conceived by the Laboratory involves concepts of an organizational structure and a specific problem solving process, cooperative relationships among educational agencies and the production of regional educational programs and services. While these are powerful concepts in their potential for improvement of education, their nature makes precise implementation difficult for a number of reasons.

The concepts which constitute the Educational Cooperative design of the Laboratory have many possible interpretations and alternative means of implementation. While the product does specify in detail the organizational structure and process, evidence exists which may permit other alternatives to be supported. It is likely that when the product is put into use, there will be powerful tendencies to implement a variation. And substitution of one specific creates the tendency to substitute other alternatives, some of which may be crucial impediments to the effective functioning of the Cooperative.

The necessity for the cooperation of several educational and related agencies also creates problems in implementation. The accommodations necessary to secure cooperation of several agencies may distort the design of the Educational Cooperative.

A third factor in the implementation of the Educational Cooperative, particularly in the initial stages, is that the operation of the Cooperative requires amounts of financial resources beyond the ability of local school districts. The rigidity of many state financing plans reinforces present local district allocation practices and these districts exercise very little discretion in their budgetary practices.

Since the product of the Cooperative development program is a series of manuals detailing the structure and process, their effectiveness is dependent upon the skill with which they are used by the executive director. It is hoped that the manuals will be used by the Board of the Cooperative, but their impact most likely will come from the actions of the executive director.

These characteristics of the Cooperative product are important constraints in the implementation process. The characteristics of the region where the Cooperative is installed and of the host school districts also will affect the manner of its installation.

The Region to Be Served

The entire history of Appalachia has been determined by the terrain. Overshadowing everything are the mountains--covered with timber, underlaid with coal, natural gas, and oil--they have been both the wealth and the curse of the region. Appalachian people have a perfect right to be the way they are, according to the Rev. Jack Weller, author of Yesterday's People (1965). The cultural pattern which resulted once worked marvelously well for them, but today it is out of step with the cultural patterns of an automated age.

The early settlers who penetrated the region and managed to create a home were proud of their self-reliance and independence. This pride they handed down to their children, along with their customs and their speech. The family as a unit was of prime importance, the neighbor only slightly less important. Strangers seldom were seen.

The mountains not only isolated the region from the rest of the nation but also created pockets of isolation within the region. Because of this isolation, the culture of the region has remained almost static. The spoken English was typical of the time of King George III. Only since the advent of radio has there been a break in this pattern.

The industries of Appalachia were those dependent on man's labor--hard physical work. Timbering was a major sources of income in the early years, performed with crosscut saws, teams of horses or oxen, and with log rafts on the rivers to take the product to market. Coal necessary to the burgeoning economy of the rest of the nation, was extracted

by men with picks and shovels, and sent out to markets. Since the development was financed by outsiders and the product was sold outside, there was little return to the region. The economic flow was virtually one way--outward.

Agriculture never became an economic force in Appalachia. It has remained at a subsistence level. There isn't enough good farm land available. Since the best land had been pre-empted by early settlers, latecomers were forced into marginally productive farms. Small hillside farms were not suited to machinery, so farming remained a manual operation.

During the period of 1940-1960, the years of and following World War II, the advent of automation and of improved transportation heralded a period of unequaled prosperity throughout the nation--except in Appalachia.

In Appalachia, records were set in unemployment and in the loss of population.

Automation required skilled workers, but nothing in the history of Appalachia had prepared its men to be skilled workers. Improved transportation allowed skilled men to come in from outside to take the few jobs available. Improved transportation encouraged the young, energetic and ambitious people to migrate to regions where jobs were available. Appalachia was left with a disproportionately large share of the old, the infirm, and the indolent. Welfare rolls of the region bulged.

Thus, we have the roots of the Appalachia of today. It is characterized by conservatism and isolationism, committed to the status quo. It has a wealth of natural resources, practically all of which are controlled by outside interests. There is an oversupply of unskilled labor and of dependent people; an undersupply of productive workers. Nothing in the history of the region has caused its people to demand a quality education.

The people of Appalachia hold the key to the future of their region. It might be said that until now they have been a victim of circumstances. They are no less or no more intelligent than their "brothers" across the hills. Education would appear to be their key to a better tomorrow. Yet, the characteristics of the region which make quality education so essential are the same ones which make production of quality education so difficult.

The Schools of the Region

Appalachia displays a cross section of the similarities and diversities of educational systems existing across the nation. The basic responsibility for education is assigned to the state, but major control is vested in local boards of education. Local districts increase the support generally in proportion to economic ability. Supplemental federal assistance is being received in various forms.

In each state, there is a state department of education which provides varying amounts of services and leadership. Most of the local school districts in the Laboratory region--counties, cities, townships, districts--are geographically and administratively independent. Located throughout the region are state supported and private colleges and universities.

Most of the difficulties facing education in Appalachia are prevalent throughout the nation, but some are peculiar to the region. Many of the latter have been engendered by the socioeconomic pattern imposed on the region by its historical development and geography. A vicious cycle of poverty and poor education has been generated and perpetuated.

These statements, general in nature, must not be misconstrued. Many schools and school systems in the region are offering an education equal to or substantially above the national average, but they are too few and widely scattered. Progress on a broad front is needed.

Regional conditions--geographic, economic, social, and political--have produced a profound effect on education. The status quo barely has been maintained as a result of an inadequate tax base and resistance to tax increases for the support of schools. These and other factors have combined to produce resistance and obstacles to the consolidation of schools. Within the framework of lower than average financial support and smaller than average schools, there has been a correspondingly less than average updating of educational operations and practices. Less than average belief in the general need for an improved educational program also exists.

Geographic factors which have contributed to a general isolation also have resulted in the existence of an unusually large number of small schools in the region. Such schools usually have sparse course offerings and poorly prepared, poorly paid teachers. The economic factors which have helped to cause an out-migration of population in general have had a parallel effect on education. Many trained and experienced educational personnel have left the region. It is estimated that only one-third of the college graduates trained to teach remain in the region to teach. Many teaching vacancies must be filled with people possessing at best only minimal certification.

There is a diminishing demand for unskilled labor throughout the nation and an increasing demand for skilled labor within Appalachia. There also is a demand for more education. With small schools poorly prepared to offer a comprehensive program, however, the educational system is being subjected to increasing pressure to offer specialized instruction. In the areas where a high number of dropouts and a low number of college-bound pupils are found, there is a distressingly low number of vocational education programs. Special education classes for mentally and physically handicapped children are not provided in sufficient numbers to meet the needs of those pupils.

Some superintendents--state and local--and other administrators and supervisors look at the educational problems realistically and attempt to solve them. However, the constraints within Appalachia virtually preclude any major breakthrough in the existing educational system. In many local school systems, most of the professional staff is native born, is a product of the local school system, and has acquired college training from an institution within 100 miles. Governing boards similarly are limited to the local community perspective. Employment and advancement frequently are reserved for or offered first to those within the system. The curriculum and program of instruction are things that "are" rather than things "to be worked on." Little is done to provide curricular or instructional guidance to the teacher. Even new programs initiated at the state level are implemented only with reference to what the local citizenry might or might not accept. A major protion of administrative attention is devoted to management, finances, and the avoidance of controversy. Little is being done, however, to improve data processing, or to adopt other more business like procedures at the local level.

To summarize, the education system in Appalachia is a product of the social, economic, and geographic features of the region. It might be generally characterized as conservative, in-bred, inadequately financed, fragmented, and unlikely to produce change from within.

However, even in school systems in the nation where greater progress is in evidence than in Appalachia, or a least where a higher level of achievement has been attained, the conventional approach to education per se is being seriously questioned. What could happen in Appalachia by following the conventional approaches to obtaining quality programs is that by the time they are implemented they will be inadequate.

Increased funds are being made available for the improvement of education in Appalachia. With the increased emphasis on the improvement of educational opportunities for the deprived, there are strong possibilities that even larger allocations may be available in the near future. On a cost quality relationship, the region is probably not receiving maximum benefits from its present educational expenditures and/or may not be prepared to make maximum gains from greatly increased expenditures of funds.

Other Agencies in the Cooperative Relationship

In the concept of the Educational Cooperative there is the expectation that institutions of higher education and the state department of education would be included as active participants in the cooperative relationships. These institutions traditionally have accepted the responsibility for providing certain kinds of services for local school systems. While the responsibility is similarly acknowledged, there is a wide range of practice among the different institutions and among the states. These services usually are provided on terms dictated by the supplier. In other words, the recipients are provided services but the decisions are unilaterally determined by the supplier.

Substantive Decisions in the Installation of the Cooperative

Decisions required for the installation of the Educational Cooperative do not occur in neat, complete, sequential packages, but may be intiated in almost any order and may be partially implemented in any one effort. The installation of the Educational Cooperative may occur in a variety of settings and with various external change agents. Certainly characteristics of a particular setting will condition the process of installation in that setting. There is, however, some logical basis for the order of presentation of the substantive decisons which must be made regardless of the locality in which the Cooperative is installed.

Determining Geographical Location and Participants

The installation of the Educational Cooperative can be accomplished only after its location and its membership composition have been determined. Such decisions take many factors into account. First is the commitment of the district to educational improvement and its acceptance of the Cooperative as a promising vehicle for improvement. Second is the estimated optimum size of the Cooperative for its successful operation, a factor limiting membership in terms of the number of school districts and their enrollments and the geographical area they occupy.

No insurmountable legal barriers must block the operation of the Cooperative. Finally, financial resources must be available for the cooperative endeavors agreed upon. All these factors must be weighed in determining the geographical location and participants.

Securing Agreement From Other Agencies

It is unlikely that the Cooperative can succeed without the participation of the state departments of education and institutions of higher education. Therefore, agreement from representatives of these agencies to serve as board members and for the agencies to participate in the Cooperative's efforts must be secured. Both state departments of education and institutions of higher education recognize a responsibility for service to local school systems and their commitment for participation should not be difficult to secure.

Within recent years, there has been an increase in the formation of regional economic development and planning agencies in the Appalachian Region. The interests of these agencies closely parallel those of the Cooperative. Gaining their participation in and support of activities of the Cooperative would be desirable.

Reaching Charter Agreements

Another stage of decisionmaking in the installation of the Cooperative relates to operational agreements. Necessary decisions include

agreements on guiding principles, general administration, development and implementation of curriculum and instructional programs, development and implementation of a delivery system, planning and evaluation, and communications. While the charter agreement must specify considerable detail of operation, it should be regarded, not as a rigid set of procedures, but as a frame of reference in the planning stages and as a guide to procedures for future decisionmaking.

Agreeing on Initial Organization and Staff

While the charter agreement will provide the general guides for decisions regarding organization and staff, major decisions will be faced during implementation of the agreements. Questions relative to the size of staff, schedules of reimbursement, and training needs cannot be answered in full prior to installation of the Cooperative. As questions on selection of staff arise, local pressures may urge decisions which would minimize the importance of staffing competent personnel. In the face of such pressure, the personnel of the Cooperative must realize that its success may depend upon the wisdom of initial staffing decisions.

Critical decisions for the training of school district personnel also will be faced. The ultimate success or failure of programs provided to classrooms by electronic media or mobile facilities depends upon the adaptive behavior of the regular classroom teacher. While it is possible to incorporate the best of traditional values into methods and standards of the cooperative technological process, it is not possible to impose the new process on an unmodified traditional method.

Assessing Educational Needs

A principle of the change process requires that persons instrumental in effecting change must be dissatisfied in some way with current conditions. School system personnel will have to recognize and become disturbed about their problems before they will seek solutions of any kind, certainly before they recognize the Educational Cooperative as a possible solution. Awareness of the lack of worthwhile programs, recognition of inadequacies of existing programs, and even vague misgiving about educational conditions may lead to the development of a sense of need.

Early in the installation process, precise means for assessing educational needs must be determined. Cooperating school systems and concerned groups within school systems will have different perceptions of educational needs. Board members, administrators, teachers, students, community residents, personnel of state departments, and representatives of higher education will reflect differing viewpoints. These differences will have to be reconciled. It may be necessary to collect data where data in any organized fashion are not readily available. It may be necessary to develop an awareness of needs where there has been a blindness to need. In fact, it may be necessary in some situations to teach the process

of collecting evidence and of drawing inferences from the evidence to participating members in an effort to reduce resistance to desired change (Zander, 1966).

Determining Initial Educational Services

A sense of need, in and of itself, will not result in an attempt to make changes. Another necessary condition is the realization that the problem may be resolved using available means. Widespread dissemination of information concerning the potential of the Cooperative will aid school systems in understanding its potential for the resolution of many educational problems. Demonstration of the effectiveness and efficiency of a network of Cooperatives in operation will be an even more powerful force in building this understanding.

Decisions regarding curriculum and instructional programs and services to be provided will have to reflect the differences of participants. These differences will have to be recognized, understood, and accepted. In many instances, it will be necessary to provide experiences which enable participants to view problem resolution as a likely outcome of the Cooperative endeavor. A major difficulty arises, of course, from the fact that certain outcomes of educational programs are not measurable immediately and that criterion measures do not exist for some educational objectives.

Developing Cooperative Procedures

Perhaps the most difficult and crucial decision to be made in the installation of the Educational Cooperative is, in reality, not a single decision but a series of decisions or operating procedures. The kind of operation required for the success of the cooperative effort may be so foreign to the normal procedures of the participating school systems that the transition will have to be gradual; attempts to accelerate the processes of making and implementing each decision as well as scores of related subdecisions offer both an opportunity and a hazard for the development of cooperative procedures. Part of the danger arises from the fact that the process employed becomes precedent for further action; efforts of problem solving often, almost of necessity, are dictated by past experiences of personnel, a reality which may limit ways of viewing new approaches to problems (Costello & Zalkind, 1963). Understanding the difficulties involved in developing cooperative procedures and a willingness to accept deliberate progress are essential in establishing the Educational Cooperative.

The Installation Process

The installation of any Educational Cooperative must utilize a model of the change process most appropriate for its unique situation. The installation of Educational Cooperatives in Appalachia will require varying degrees of modification of the model of the change process consisting of orderly, sequential phases of research, development, diffusion

and institutionalization. The significant reasons for the modification from the orderly, sequential model to a shuttle-like movement of thought and action result from the nature of the product and characteristics of the participating institutions. The successful installation of the Educational Cooperative will require substantial alteration in role performance required for many personnel.

A considerable alteration in the role of the typical district superintendent in Appalachia is required for the effective operation of the Cooperative. In his capacity as a board member of the Cooperative, he will be assuming a role with which he generally is unfamiliar. For the first time he must make decisions from a policy standpoint reflecting what is best for a large geographic area including the school districts participating in the Cooperative. This broadening of responsibilities and interests will require thought and behavior that deviate from the role requirement of the superintendent concerned with the needs of a single school district.

The Educational Cooperative process demands the objective evaluation of outputs and program planning decisions based upon these evaluations. Such procedures generally are not exercised with rigor by school superintendents and particularly less by Appalachian superintendents. They typically give little attention in decisionmaking to evaluation based on objectively collected data; in fact they usually respond defensively to evaluation by others. Hence, quite drastic changes in behavior and attitude concerning appraisal techniques and the use of assessment in planning and decisionmaking are required for the superintendents in their new role.

Effective operation of the Cooperative requires a broad base of information on practices and attitudes of all educational personnel in the participating districts. Unless all appropriate personnel are involved in gathering the information and unless this broad base of information is incorporated into the decisionmaking process, the failure of Cooperative services is inevitable. Presently the superintendent in the typical Appalachian school district does not share widely his responsibilities with his staff. Of necessity, then, he must alter his role considerably in the methods of collection and assessment of information for the Cooperative.

From what is known about necessary conditions for the successful installation of innovations in educational organizations, three categories of factors seem necessary to be brought into use to enable superintendents to make the necessary role changes for successful installation of the Educational Cooperative. The first of these is stimulation. The superintendent must feel some dissatisfaction with the ability of his district to provide the quality of educational programs needed. In addition, he must see that there is some practical way in which improvements can be made. The emphasis today on the movement toward regionalism is a potent force in providing him this realization. In addition state departments of education and institutions of higher education can provide much of this stimulation.

A second category of factors is that of facilitation. In most states new and changed statutues are needed to provide the most effective legal structure in which Cooperatives can operate. While several sources of funds exist which can be used for Cooperative activities, new sources are needed and the relaxation of too rigid rules and regulations could facilitate operations. The help and support of the state department of education are obvious in such areas. Universities could be quite helpful, also, in providing certain personnel resources necessary.

Even assuming the presence of stimulation and facilitation resources for the superintendents, it is unlikely that they can make the necessary role adjustments unless there are factors of reinforcement present. Help in developing the necessary skills for the new role is essential. Technical assistance in special problems as they arise is necessary. Of great value, also, is recognition of the superintendent's efforts as he makes the transition to new ways of performing. Universities can be most supportive and helpful in these areas and certainly the state department of education can provide invaluable support. Certain community agencies, such as economic development and planning agency personnel, can provide reinforcement support for the superintendent during the transition period.

It seems obvious in this discussion that the assistance of many agencies will be necessary for the chief administrators of the school districts as they install the Educational Cooperative. Of particular strategic value are the state departments of education and the institutions of higher learning.

The role of other staff members will also be altered if the Cooperative moves into extensive programming. The instructional procedures and materials currently used in classroom teaching in Appalachian schools are determined by the teacher with the barest minimum of outside direction by the principal and supervisor. But if instructional programs are provided by television or computer or other technological means, a great amount of control is removed from the teacher and new obligations are assumed. In effect, the application of modern technology into Appalachian classrooms requires teachers to discard deeply entrenched practices and attitudes related to traditional self-contained classroom concepts and values and to adopt what may seem to them radically different approaches and procedures. For principals and supervisors, also, different roles are required.

For these role changes to be made successfully by other personnel will require the presence of the same factors as for the superintendent--stimulation, facilities and reinforcement. The superintendent can do much to provide the necessary support. The same agencies that were particularly important for the support of the superintendent can make a contribution. The performance of the executive director as he administers the process of the Cooperative is also a critical factor in the installation procedure.

These descriptions of the role changes required for the successful installation of the Cooperative dramatically illustrate the complexity of the problems encountered in installing the Cooperative and have significant implications for the way the process is performed.

It could be stated that the ills of schools today would seem to stem from two basic, self-reinforcing causes: the generation and distribution of resources and the school's inability to sense and service the demands of its clients. The Educational Cooperative is a process through which education can become more relevant and responsive to demands of society and the local community.

References

Appalachia Educational Laboratory, Inc. Program Prospectus (Charleston, West Virginia: The Laboratory, 1967), pp. 16-18. (Mimeographed.)

Benson, Charles S. The Economics of Public Education (Boston: Houghton Mifflin Company, 1961), p. 227.

Brickell, Henry M. Organizing New York State for Educational Change (Albany, N.Y.: State Department of Education and Ford Foundation, 1961), p. 21.

Carlson, Richard O. "Barriers to Change in Public Schools," in Change Processes in the Public Schools, Center for the Advanced Study of Educational Administration, University of Oregon (Eugene, Oregon, 1965), pp. 3-8.

Coleman, James. "New Incentives for Schools, " in James N. Guthrie and Edward Wynne (eds.) New Models for American Education (Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1971), pp. 72-90.

Costello, Timothy W.; and Zalkind, Sheldon S. Psychology in Administration (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1963), p. 379.

Education Advisory Committee of the Appalachian Regional Commission, Interim Report, March 1968, p. 31.

Etzioni, Amitai. Modern Organizations (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1964) p. 81.

Innes, John; Jacobson, Paul; and Pellegrin, Roland. The Economic Returns to Education (Eugene, Oregon: University of Oregon, 1965), p. v.

Kahn, Gerald; and Hughes, Warren A. Statistics of Local Public School Systems, 1967 (Washington: U.S. Government Printing Office, 1969), pp. 4, 5.

Kearney & Co., A.T. "Management Principles and Techniques Applicable to Business and Industry" (Chicago: A.T. Kearney & Co., Inc., Management Consultants, 1968), p. IV-5. (Mimeographed.)

Miles, Matthew B. "Planned Change and Organizational Health: Figure and Ground," in Change Processes in the Public Schools, Center for the Advanced Study of Educational Administration, University of Oregon (Eugene, Oregon, 1965), pp. 11-34.

Nash, Paul. Authority and Freedom in Education (New York: John Wiley & Sons, Inc., 1966), p. 163.

National Education Association, Division of Legislation and Federal Relations, "Education Is a Federal Responsibility," No. 4 in a series of leaflets (Washington, D.C.: the Association, 1959).

Ovsiew, Leon. Emerging Practices in School Administration (New York: Metropolitan School Study Council and The Cooperative Program in Educational Administration, 1953.).

President's National Advisory Committee on Rural Poverty, The People Left Behind (Washington: U.S. Government Printing Office, 1967), p. 48.

Sieber, Sam B. "Organizational Influences on Innovative Roles" in Terry L. Eidell and Joanne M. Kitchell (eds.) Knowledge Production and Utilization, published jointly by University Council for Educational Administration (Columbus, Ohio) and Center for the Advanced Study of Educational Administration, University of Oregon (Eugene, Oregon, 1968), pp. 120-142.

Stimbert, E.C.; and Dykes, Archie R. "Decentralization of Administration," Phi Delta Kappan, ILVI (December, 1964), p. 177.

Thompson, Victor A. "Bureaucracy and Innovation," Administrative Science Quarterly, X (June, 1965), p. 1.

Vaizey, John. The Economics of Education (London: Faber & Faber, 1962), p. 125.

Voorhis, Jerry. American Cooperatives (New York: Harper & Row, 1961), p. 15.

Weller, Jack E. Yesterday's People (Lexington: The University of Kentucky Press, 1965).

White, Ernest R. Jr. "A Comparative Analysis of the Administrative Struture and Operation of Educational Cooperatives," Preliminary Report, Number 1. (Charleston, West Virginia: The Appalachia Educational Laboratory, 1968), pp. 50 FF. (Mimeographed.)

Zander, Alvin. "Resistance to Change--Its Analysis and Prevention," The Planning of Change, Warren G. Bennis, Kenneth D. Benne, and Robert Chinn, editor (New York: Holt, Rinehart and Winston, 1966), pp. 547, 548.